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Estimates in respect of special political missions, good offices and other political initiatives authorized by the General Assembly and/or the Security Council

Report of the Advisory Committee on Administrative and Budgetary Questions

I. Introduction

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General on estimates in respect of special political missions, good offices and other political initiatives authorized by the General Assembly and/or the Security Council (A/59/534/Add.3). During its consideration of the matter, the Advisory Committee met with representatives of the Secretary-General, who provided additional information.

2. By its resolution 58/271 of 23 December 2003, the General Assembly appropriated under section 3, Political affairs, of the programme budget for the biennium 2004-2005 an amount of $169,431,700 for special political missions. Subsequently, by its resolutions 59/58 of 3 December and 59/277 of 23 December 2004, the Assembly appropriated an additional $179,621,600, bringing the total appropriations for special political missions to $349,053,300. In the report of the Secretary-General (A/59/534/Add.3), an additional amount of $87,305,600 gross ($83,174,400 net) is sought for the United Nations Assistance Mission for Iraq (UNAMI) and the United Nations Observer Mission in Bougainville (UNOMB), in connection with the actions taken by the Security Council during the course of 2004 and/or recommendations of the Secretary-General.

II. United Nations Assistance Mission for Iraq

3. By its resolution 1557 (2004) of 12 August 2004, the Security Council extended the mandate of UNAMI until 11 August 2005. However, bearing in mind the significant uncertainties in the security situation and the evolving political

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situation in Iraq, the Secretary-General, in his previous report on special political missions (A/59/534/Add.1), had proposed resource requirements limited to the first four months of 2005. The Secretary-General estimated the requirements for the four-month period at $59.6 million, of which $23 million, or 38.6 per cent, related to security requirements. The estimate provided for one formed police unit consisting of 160 armed civilian police, paramilitary or military personnel, as well as 272 international and 346 national staff. Staff were to be deployed in three locations: Baghdad (322 staff); Kuwait (192 staff); and Amman (104 staff).

4. Estimates in the current report of the Secretary-General (A/59/534/Add.3) provide for the remaining eight months of 2005, on the assumption that the mandate will be extended beyond 11 August 2005. The total estimated requirements for the eight-month period from 1 May to 31 December 2005 amount to $91,871,700 gross ($87,793,500 net). Of this amount, $5,320,900 would be met from the unencumbered balance of the amount already appropriated for UNAMI, bringing the estimated overall requirements to $86,550,800 gross ($82,472,600 net).

5. The Advisory Committee notes that the Secretary-General intends to strengthen the Mission's presence in Baghdad, as well as to deploy staff and related security personnel beyond Baghdad into Basra and Erbil. A slight increase in the Mission's presence is envisaged for Amman and a decrease for Kuwait. The estimate provides for three Guard Units (one for each of the three locations in Iraq), comprising a total of 334 personnel, as well as 816 staff (344 international and 472 national staff), including 198 additional staff (72 international and 126 national staff).

6. Upon enquiry, the Advisory Committee was informed that the Mission's first priority was to establish national reconciliation through the good offices of the Secretary-General and technical assistance to the constitutional and electoral processes. The second level of priority included contributions to political and social stability through humanitarian and development assistance, as well as public information and human rights activities. The Mission is also playing a coordination role for other partners in the area. In this connection, the Committee was informed that, owing to the prevailing insecurity of the country, the United Nations agencies were all operating from outside Iraq. A system had been established whereby the agencies, on a rotational basis, send one humanitarian officer and one development officer to Baghdad. It is anticipated that, as the Mission expands into Basra and Erbil, the agencies will extend this arrangement to those locations as well.

A. General considerations

7. **The Advisory Committee notes the efforts made to present the budget of UNAMI using an objective-oriented approach; however, substantial refinement is needed, especially as regards providing indicators of achievement and outputs that are quantifiable. Moreover, the Committee finds that the present proposed budget falls short of its request that full justification of the proposed staffing establishment be provided (see A/59/569/Add.1, para. 17). While the Committee recognizes that the volatility of the situation in Iraq makes precise determinations concerning resource and personnel requirements difficult, it is of the view that the basis used by the Secretariat for determining the requirements presented in the proposed budget should have been more clearly**

defined. Since a detailed presentation has not been made, the Committee trusts that a fuller presentation will be possible, in the light of unfolding events and experience, in the next budget submission (see para. 25 below). In this connection, the Committee recalls its request in paragraph 6 of its last report on special political missions (A/59/569/Add.1) that the Secretary-General should consider ways and means to present the budgets of large missions in a manner that would be more suitable for their size and complexity. This would allow for more detailed consideration of estimates for large missions, as well as afford an opportunity to monitor their budgetary performance.

B. Military and police personnel costs

8. Estimated requirements for military contingents amounting to $20,479,600 provide for three Guard Units comprising a total of 334 personnel (134 in Baghdad, 100 in Basra and 100 in Erbil) to provide inner ring security to the Mission installations. The Committee was informed that a three-ring security concept had been implemented, with the inner ring involving access to the United Nations compound; the security for the middle ring would be provided by the "distinct entity" referred to in paragraph 13 of Security Council resolution 1546 (2004) and the outer ring provided by the multinational force. Under an agreement between the United Nations and a Member State, guard unit personnel are provided with logistics/life support services, such as catering, rations and accommodations, under the Logistics Civilian Augmentation Programme (LOGCAP). LOGCAP requirements are estimated at a rate of $201 per person per day, or an amount of $16,112,200 of the $20.5 million total estimate for military contingents (see paras. 11 and 12 below).

C. Civilian personnel

9. Total requirements under international staff are estimated at $37,241,800 for 344 staff, taking into account a 10 per cent vacancy factor. Upon request, the Advisory Committee was provided with detailed incumbency data. The current vacancy rate for international staff as at 11 March was 28.3 per cent. The Advisory Committee was informed that the Mission was having difficulty recruiting international staff because the United Nations compensation package did not compare favourably with those offered by other actors in the area.

10. The proposed international staffing establishment includes 72 additional positions, of which 48 pertain to the new offices in Basra and Erbil and the remainder relate to strengthening the substantive and administrative support services, mainly in Baghdad (30), but also in Amman (2), offset by a reduction of 8 posts in Kuwait.

11. As is the case for guard unit personnel, included in the requirements for international personnel is an amount of $8,813,400 relating to logistics/life support services, such as emergency response, including fire; air and ground transportation; facilitation of air and ground support operations; medical care; communications; provision of fuel; generation of electricity; office and residence accommodation; catering, laundry and cleaning; general stores; morale, welfare and recreational facilities; and access to firing range, training facilities and ammunition.

12. Upon enquiry, the Advisory Committee was informed that although $201 per person/per day was budgeted, the Mission pays only for support it actually receives. It appears, as well, that some LOGCAP services are being budgeted under operational costs. Investments are being made, for example, under facilities and infrastructure, which may lead to some savings in relation to LOGCAP services. As the security situation improves, it is envisaged that these services will gradually be contracted out locally. The Committee was informed that the Mission intends to build its own logistics/life support capabilities in Iraq, while keeping the LOGCAP contract open, in view of the uncertainty of the security situation, and paying only actual costs. **The Committee expects savings, which should be reported in the performance report.**

13. Estimated resource requirements under national staff amounting to $6,445,500 provide for 472 posts (45 national officers and 427 local level positions). A 5 per cent vacancy factor has been applied. The proposed staffing establishment includes 126 new positions (19 national officers and 107 local level), of which 89 are for the new offices in Basra and Erbil. The Advisory Committee was informed that there was no lack of qualified local human resources. Accordingly, the Mission was doing what it could to make use of the availability of those resources. **The Committee encourages the Mission to hire national staff to carry out necessary functions wherever possible.**

14. Upon request, the Advisory Committee, subsequent to the hearings, was provided with an organizational chart showing approved and proposed staffing by office (see annex I).

D. Operational costs

15. An amount of $845,100 is requested under consultants and experts. Of that amount, $325,100 is for specialized consultancy services for an aggregate of 21 work months. The Advisory Committee was informed that a provision was made for hiring two prominent experts each in the fields of electoral assistance, human rights and constitutional support and one expert in humanitarian affairs for three-month consultancies. The remaining $520,000 is for consultancies to provide security awareness induction training of new staff to be deployed to Iraq. **The Committee recommends that the Mission, to the extent possible, use internal capacities, such as the Department of Security and Safety, to provide such training.**

16. The estimate for ground transportation amounts to $566,500. It provides for repairs and maintenance at a monthly rate of $50 per vehicle for 60 light vehicles and $200 per vehicle for 90 heavy and armoured vehicles ($168,000). The provision also includes requirements for third-party liability insurance at an annual rate of $450 each for light vehicles and $650 for heavy vehicles ($57,000); miscellaneous transport equipment ($4,300); petrol, oil and lubricants ($277,200); and spare parts and supplies ($60,000).

17. Estimated requirements of $6,457,300 under air transportation include: installation and certification of anti-missile self-defence systems for one fixed wing and one rotary-wing aircraft ($1,000,000); rental and operation of the aircraft, each expected to fly 800 hours ($4,388,700); liability insurance ($13,400); petrol, oil and lubricants ($972,800); air navigation fees ($4,000); landing fees and ground handling charges ($56,400); and air crew subsistence allowance ($22,000).

18. The Advisory Committee was informed that options for acquiring aircraft were still under consideration, including use of government or commercial aircraft that would meet security requirements, or continuing with the present arrangement of using aircraft of the multinational force. The Committee was also informed that the requirement for a helicopter was much more urgent, as it was needed, among other things, to transport staff, even within Baghdad.

19. A provision of $3,931,400 is estimated for communications as follows: communications equipment ($451,400); maintenance ($120,000); spare parts ($120,000); commercial communications ($2,900,000); and communications support services ($340,000).

20. Under information technology, requirements are estimated at $1,113,700 for equipment ($645,400), maintenance and repair of equipment ($30,000), spare parts and supplies ($30,000), contractual services ($320,000) and licences, fees and rental of software ($88,300).

E. UNAMI integrated security and safety component

21. The Advisory Committee was informed that the UNAMI integrated security and safety component was comprised of four elements of personnel: (a) international security staff; (b) Protection Coordination Officers, hired as Field Service Officers to perform specialized functions in coordination with the multinational force in Iraq in order to facilitate the safe movement of UNAMI personnel within the Mission area; (c) personal security details, hired as Field Service personnel to provide dedicated security services to Mission principals; and (d) guard units, which are formed military contingents provided by contributing countries under memorandums of understanding, to provide inner ring security and ensure the security of United Nations personnel and property in its facilities in Baghdad, Basra and Erbil. The Committee understands that the Office of the United Nations Security Coordinator (now the Department of Security and Safety) was deeply involved in the development of the integrated security and safety component and that six posts have been assigned from the Department to the Office of the Special Representative of the Secretary-General to provide security oversight. One of these posts will be for the Chief Security Adviser.

22. It is proposed to increase the integrated security and safety component by 7 international positions and 123 national positions, while the number of United Nations Guards is to be increased to 334. Upon request, the Advisory Committee was provided with a breakdown of security-related requirements for UNAMI, as well as organizational charts showing the UNAMI integrated security and safety structure (see annexes II and III).

III. United Nations Observer Mission in Bougainville

23. As the mandate of the United Nations Observer Mission in Bougainville (UNOMB) was not expected to extend beyond the end of 2004, the resources requested in the previous report of the Secretary-General were to cover only liquidation activities. The mandate of UNOMB has since been extended for six months through 30 June 2005 in view of the election timetable and the importance

attached to maintaining a United Nations presence in the period leading up to the elections (see S/2004/1015 and S/2004/1016).

24. The estimated resource requirements for the maintenance of UNOMB for the period from 1 January to 15 August 2005, including the liquidation period of one and one half months, amount to $754,800 gross ($701,800 net), taking into account an overexpenditure of $53,400 for the period from 1 January 2004 to 15 February 2005.

IV. Conclusion

25. The immediate future for UNAMI remains uncertain; much will depend on unfolding events. In this connection, the Advisory Committee notes the statement of the Secretary-General in his report pursuant to paragraph 30 of Security Council resolution 1546 (2004) that "the security situation remains fragile, as demonstrated by the resumption of daily attacks against Iraqis and foreigners alike immediately after the elections" and that, as a consequence, "progress in the political process remains heavily influenced by the security situation" (S/2005/141, paras. 9 and 12). **The Advisory Committee recognizes the difficulties in preparing precise budget estimates under the prevailing circumstances and emphasizes that, depending on events beyond the control of the Mission, there may be significant savings, or even the need for additional resources. Should the situation stabilize, the Committee would expect the next budget estimates to be subject to the usual discipline.**

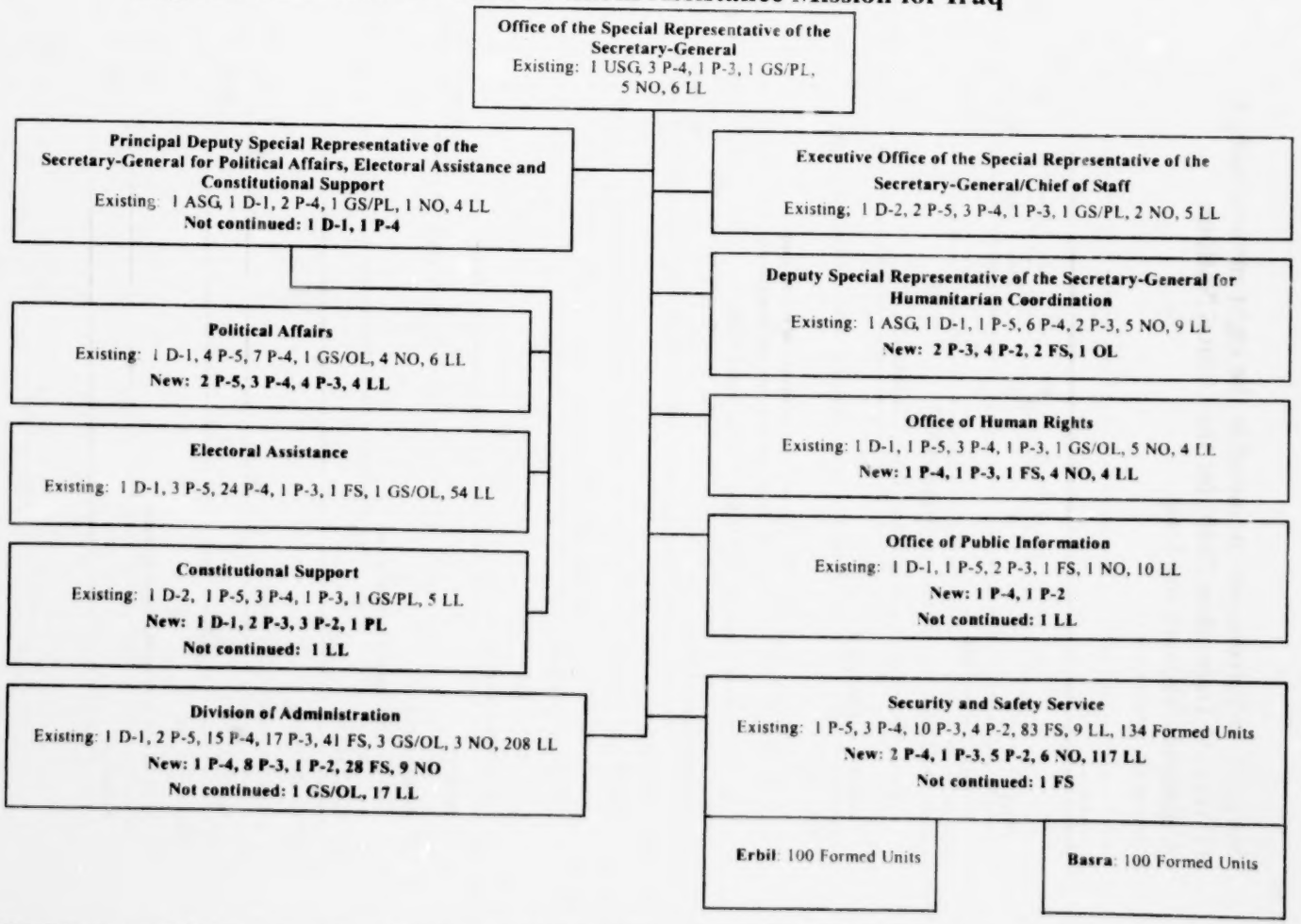
26. **Subject to its comments and observations in the present report, the Advisory Committee recommends that the General Assembly:**

(a) **Appropriate an additional amount of $83,174,400 for special political missions under section 3, Political affairs, and $4,131,200 under section 34, Staff assessment, the latter to be offset by a corresponding amount under income section 1, Income from staff assessment, of the programme budget for the biennium 2004-2005, in connection with the extension of the mandates of UNAMI and UNOMB;**

(b) **Note that the charging of expenditures against the appropriation for UNAMI beyond 11 August 2005 would be subject to the extension of its current mandate.**

Annex I

Organizational chart — United Nations Assistance Mission for Iraq


Office of the Special Representative of the Secretary-General
Existing: 1 USG, 3 P-4, 1 P-3, 1 GS/PL, 5 NO, 6 LL
Principal Deputy Special Representative of the Secretary-General for Political Affairs, Electoral Assistance and Constitutional Support
Existing: 1 ASG, 1 D-1, 2 P-4, 1 GS/PL, 1 NO, 4 LL
Not continued: 1 D-1, 1 P-4
Political Affairs
Existing: 1 D-1, 4 P-5, 7 P-4, 1 GS/OL, 4 NO, 6 LL
New: 2 P-5, 3 P-4, 4 P-3, 4 LL
Electoral Assistance
Existing: 1 D-1, 3 P-5, 24 P-4, 1 P-3, 1 FS, 1 GS/OL, 54 LL
Constitutional Support
Existing: 1 D-2, 1 P-5, 3 P-4, 1 P-3, 1 GS/PL, 5 LL
New: 1 D-1, 2 P-3, 3 P-2, 1 PL
Not continued: 1 LL
Division of Administration
Existing: 1 D-1, 2 P-5, 15 P-4, 17 P-3, 41 FS, 3 GS/OL, 3 NO, 208 LL
New: 1 P-4, 8 P-3, 1 P-2, 28 FS, 9 NO
Not continued: 1 GS/OL, 17 LL
Executive Office of the Special Representative of the Secretary-General/Chief of Staff
Existing; 1 D-2, 2 P-5, 3 P-4, 1 P-3, 1 GS/PL, 2 NO, 5 LL
Deputy Special Representative of the Secretary-General for Humanitarian Coordination
Existing: 1 ASG, 1 D-1, 1 P-5, 6 P-4, 2 P-3, 5 NO, 9 LL
New: 2 P-3, 4 P-2, 2 FS, 1 OL
Office of Human Rights
Existing: 1 D-1, 1 P-5, 3 P-4, 1 P-3, 1 GS/OL, 5 NO, 4 LL
New: 1 P-4, 1 P-3, 1 FS, 4 NO, 4 LL
Office of Public Information
Existing: 1 D-1, 1 P-5, 2 P-3, 1 FS, 1 NO, 10 LL
New: 1 P-4, 1 P-2
Not continued: 1 LL
Security and Safety Service
Existing: 1 P-5, 3 P-4, 10 P-3, 4 P-2, 83 FS, 9 LL, 134 Formed Units
New: 2 P-4, 1 P-3, 5 P-2, 6 NO, 117 LL
Not continued: 1 FS
Erbil: 100 Formed Units
Basra: 100 Formed Units

Abbreviations: FS — Field Service; GS — General Service; LL — Local level; NO — national officer; OL — Other level; PL — Principal level.

Annex II

Security requirements included in the eight-month budget (1 May-31 December 2005) for the United Nations Assistance Mission for Iraq

(Thousands of United States dollars)

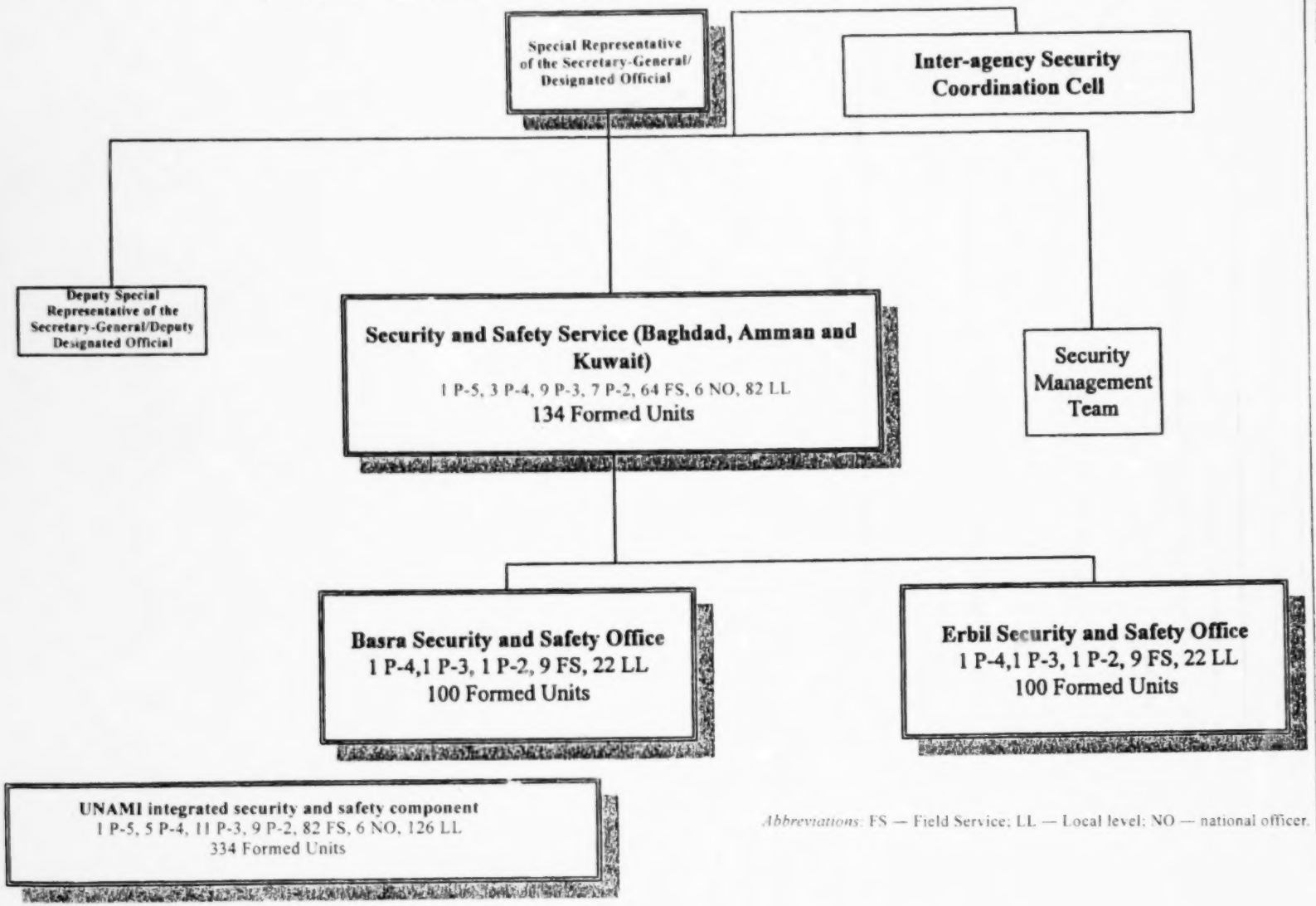
Component	*D-1*	*P-5*	*P-4*	*P-3*	*P-2*	*FS*	*NO*	*LL*	*Total*	*Amounts*
Staffing		1	5	11	9	82	6	126	240	10 823.4
Subtotal, staffing costs										**10 823.4**
Logistics/life support capacity (security-related staffing)										
Logistics/life support capacity (catering, rations, accommodation)										3 733.8
Subtotal, staffing costs										**3 733.8**
Guard Units										
Three Guard Units of a total of 334 personnel (reimbursement for the unit, travel, daily allowance, provision for death and disability and equipment)										4 363.3
Logistics/life support capacity for 334 troops of the Guard Units										16 116.2
Subtotal, Guard Units										**20 479.5**
Facilities and infrastructure										
Construction projects										5 000.0
Security and safety equipment										315.1
Firefighting equipment										57.0
Alteration and improvement										225.0
Field defence supplies										100.0
Subtotal										**5 697.1**
Ground transportation										
Blast blankets/fire extinguishers, etc.										4.3
Subtotal										**4.3**
Air transportation										
Missile self-defence system										1 000.0
Subtotal										**1 000.0**
Medical										
Medical kits for personal security details										8.6
Subtotal										**8.6**

Component	*Amounts*
Special equipment/security equipment	
Electronic countermeasure and surveillance detection equipment	1 215.0
Subtotal	**1 215.0**
Other supplies	
Uniforms for security staff, flags, decals, etc.	121.0
Subtotal	**121.0**
Training	
Security awareness and induction training (reflected under training consultants in the report)	520.0
Subtotal	**520.0**
Total	**43 602.7**

Abbreviations: FS — Field Service; LL — Local level; NO — national officer.

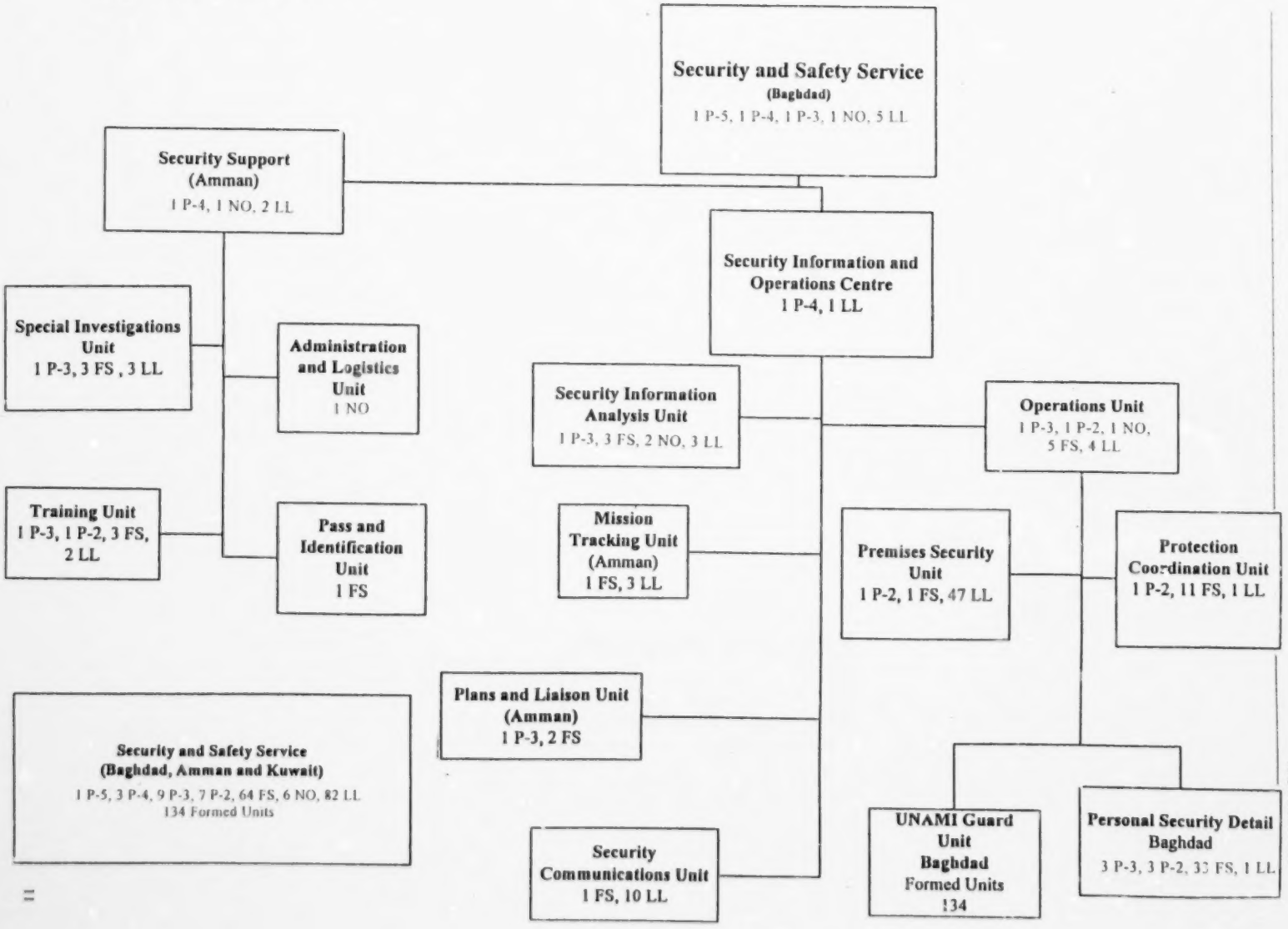
Annex III

United Nations Assistance Mission for Iraq integrated security and safety component

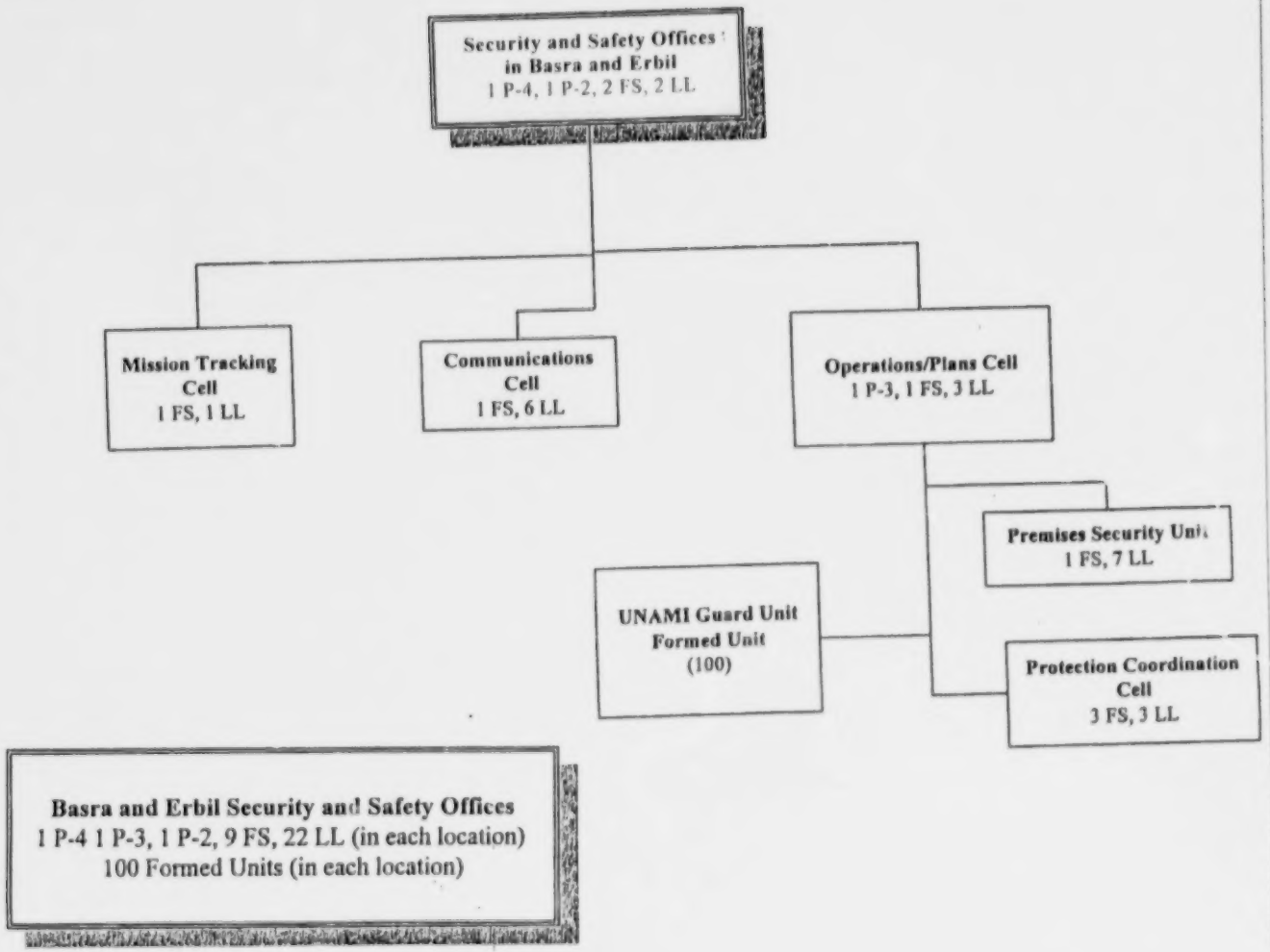

Special Representative of the Secretary-General/ Designated Official
Inter-agency Security Coordination Cell
Deputy Special Representative of the Secretary-General/Deputy Designated Official
Security and Safety Service (Baghdad, Amman and Kuwait)
1 P-5, 3 P-4, 9 P-3, 7 P-2, 64 FS, 6 NO, 82 LL
134 Formed Units
Security Management Team
Basra Security and Safety Office
1 P-4,1 P-3, 1 P-2, 9 FS, 22 LL
100 Formed Units
Erbil Security and Safety Office
1 P-4,1 P-3, 1 P-2, 9 FS, 22 LL
100 Formed Units
UNAMI integrated security and safety component
1 P-5, 5 P-4, 11 P-3, 9 P-2, 82 FS, 6 NO, 126 LL
334 Formed Units

Abbreviations: FS — Field Service; LL — Local level; NO — national officer.

Baghdad, Amman, Kuwait


Security and Safety Service
(Baghdad)
1 P-5, 1 P-4, 1 P-3, 1 NO, 5 LL
Security Support
(Amman)
1 P-4, 1 NO, 2 LL
Security Information and Operations Centre
1 P-4, 1 LL
Special Investigations Unit
1 P-3, 3 FS , 3 LL
Administration and Logistics Unit
1 NO
Security Information Analysis Unit
1 P-3, 3 FS, 2 NO, 3 LL
Operations Unit
1 P-3, 1 P-2, 1 NO, 5 FS, 4 LL
Training Unit
1 P-3, 1 P-2, 3 FS, 2 LL
Pass and Identification Unit
1 FS
Mission Tracking Unit
(Amman)
1 FS, 3 LL
Premises Security Unit
1 P-2, 1 FS, 47 LL
Protection Coordination Unit
1 P-2, 11 FS, 1 LL
Plans and Liaison Unit
(Amman)
1 P-3, 2 FS
Security and Safety Service
(Baghdad, Amman and Kuwait)
1 P-5, 3 P-4, 9 P-3, 7 P-2, 64 FS, 6 NO, 82 LL
134 Formed Units
UNAMI Guard Unit
Baghdad
Formed Units
134
Personal Security Detail
Baghdad
3 P-3, 3 P-2, 33 FS, 1 LL
Security Communications Unit
1 FS, 10 LL

Basra and Erbil


Security and Safety Offices in Basra and Erbil
1 P-4, 1 P-2, 2 FS, 2 LL
Mission Tracking Cell
1 FS, 1 LL
Communications Cell
1 FS, 6 LL
Operations/Plans Cell
1 P-3, 1 FS, 3 LL
Premises Security Unit
1 FS, 7 LL
UNAMI Guard Unit
Formed Unit
(100)
Protection Coordination Cell
3 FS, 3 LL
Basra and Erbil Security and Safety Offices
1 P-4 1 P-3, 1 P-2, 9 FS, 22 LL (in each location)
100 Formed Units (in each location)